

OREGON DEPARTMENT OF EDUCATION

Oregon's Equitable Access to Educator Plan

A Plan to Recruit and Retain Excellent Educators

Submitted by the Oregon Department of Education

6/1/2015

Section 1: Introduction

“Inequalities in educational opportunities have always bedeviled public education” (Peske & Haycock, 2006). As a result, Oregon is responding to the federally mandated task requiring all states to submit Equitable Access to Excellent Educator Plans. The Oregon Department of Education (ODE) is pleased to submit to the U.S. Department of Education Oregon’s Plan to Ensure Equitable Access to Excellent Educators that has been developed to address the long-term needs for improving equitable access to excellent educators in Oregon. This plan responds to Education Secretary Arne Duncan’s July 7, 2014, letter to SEAs, as augmented with additional guidance published on November 10, 2014. State A’s plan complies with (1) the requirement in Section 1111(b)(8)(C) of the Elementary and Secondary Education Act (ESEA) that each state’s Title I, Part A plan include information on the specific steps that the SEA will take to ensure that students from low-income families, students of color, and students with special needs are not taught at higher rates than other children by inexperienced, unqualified, or out-of-field teachers, and the measures that the agency will use to evaluate and publicly report the progress of the agency with respect to such steps; and (2) the requirement in ESEA Section 1111(e)(2) that a state’s plan be revised by the SEA if necessary. Given researched, documented importance of strong leadership, our plan also includes the specific steps that we will take to ensure that students from low-income families, students of color, English Learners, and students with special needs are not disproportionately attending schools led by inexperienced or unqualified administrators.

This plan responds to Education Secretary Arne Duncan’s July 7, 2014, letter to SEAs, as augmented with additional guidance published on November 10, 2014. State A’s plan complies with:

- (1) The requirement in Section 1111(b)(8)(C) of the Elementary and Secondary Education Act (ESEA) that each state’s Title I, Part A plan include information on the specific steps that the SEA will take to ensure that students from low-income families, students of color, and students with special needs are not taught at higher rates than other children by inexperienced, unqualified, or out-of-field teachers, and the measures that the agency will use to evaluate and publicly report the progress of the agency with respect to such steps; and
- (2) The requirement in ESEA Section 1111(e)(2) that a state’s plan be revised by the SEA if necessary. Given research-based evidence of the importance of strong leadership, our plan also includes the specific steps that we will take to ensure that students from low-income families, students of color, English Learners, and students with special needs are not disproportionately attending schools led by inexperienced or unqualified administrators.

This plan details our approach to achieving our objective of improving access to excellent educators for our state’s most marginalized youth. However, Oregon is committed to improving student outcomes across the state by expanding access to excellent teaching and leading for *all* students. As such, the plan is not about a narrow and impractical redistribution of high-quality educators from low-need to high-need districts, schools, and classrooms, but rather a comprehensive approach to strengthening and maintaining teacher and principal effectiveness across the state, with an emphasis on our schools and classrooms with the greatest need.

To create this plan, a team of leaders at ODE, led by the Director of Education Equity, took the following steps:

1. Met internally to understand the work and how coordination of efforts across units and departments would inform the work.
2. Developed and began implementing a long-term strategy for engaging stakeholders in ensuring equitable access to excellent educators.
3. Reviewed data provided by ED and our own ODE data system to identify equity gaps.
4. Conducted root-cause analyses, based on data and with stakeholders, to identify the challenges that underlie our equity gaps to identify and target our strategies accordingly.
5. Set measurable targets and created a plan for measuring and reporting progress and continuously improving this plan.

Scan of State-Level Policies, Initiatives, and Currently Available Data

To begin this process in an informed way, ODE performed a review of current policies and initiatives that Oregon has been implementing in recent years as well as a review of relevant and available data. This scan was conducted in collaboration with multiple teams within ODE. Specifically, we reviewed:

- Existing state policy and practice for improving educator recruitment, retention, development, and support
- Policies and initiatives focused on Oregon’s Institutions of Higher Education (IHE) and other providers that prepare teachers and administrators
- Initiatives relating to providers of in-service professional learning programs
- Current licensure standards and requirements

- Current frameworks for Oregon’s Teacher Evaluation System
- Available data identified as relevant to the development and implementation of our state’s equitable access plan. As a starting point, we reviewed the data profile prepared by ED, in particular the Civil Rights Data Collection (CRDC) data submitted by our state’s school districts; *EDFacts* data that we provided to ED on classes taught by highly qualified teachers; state data similar to what is found in the Common Core of Data, including basic information such as demographic and comparable wage data on teacher salaries. To build on these data, we also reviewed additional relevant data that we have as part of our state’s longitudinal data system—such as teacher and principal turnover rates, years of teaching experience, percentage of diverse educators in classrooms, and areas of teacher certification. Our State Director of Data Management and members of his team led the process of collecting and reconciling these disparate state and national data sources. Technical issues that arose were resolved by the Director and his team.

Section 2. Stakeholder Engagement

We believe that a successful state plan for educator equity in Oregon cannot be developed solely and in isolation by ODE or even by ODE in cooperation with school districts. Rather, the plan's success depends in large part, on the long-term involvement and ownership of other stakeholders, including parents and other community members, teachers and other school employees (including organizations representing teachers), teacher and leader educators and others from higher education, school boards, civil rights and other community groups, and the business community. As described below, ODE has involved stakeholders from the beginning and will continue to do so through a statewide outreach of key stakeholder groups that will oversee the long-term implementation of and improvement of this plan. To ensure that we drafted a shared plan of action, ODE presented the work of the equity plan via four conference venues attended by Oregon stakeholder meetings in spring 2015 and solicited public input through a Survey Monkey feedback process. (See Appendices A for details about our stakeholder engagement process.)

To begin with, our internal work group made a list of potential stakeholder groups including state and district leaders on educator equality, teachers, principals, parents, union leaders, and community and business organizations to join the statewide equitable access committee. One individual from each group was identified to be a part of a statewide educator equity committee, who with the help of a committee of advisors from within the SEA, who commented on the format and membership of the statewide committee and the invitation list for the stakeholder meetings. These advisors also provided feedback on preliminary ideas and materials emerging from the planning process. All meeting minutes are available upon request and provided in the Appendices of this document.

As documented, stakeholders were directly involved in the root-cause analysis. Stakeholders also collaborated in examining data to identify the state's most significant gaps in equitable access to excellent teaching and leading—which, together with our root-cause analysis, informed our theory of action. Meeting agendas are included in Appendix B.

The internal planning team supported the planning of four stakeholder conference presentations. . The purpose of these four stakeholder conference presentations was to:

- Review data and serve as advisors on interpreting the data and the root causes behind our state's equity gaps using the Center on Great Teachers and Leaders resource titled *Resource 7: Engaging Stakeholders in a Root-Cause Analysis* (<http://www.gtlcenter.org/learning-hub/equitable-access-toolkit/stakeholder-engagement-guide>). Due to different levels of familiarity with data among our stakeholder groups, we did our best to ensure that a member of the state team with

expertise in data analysis was on hand at these meetings. In the event that scheduling conflicts or time constraints made this approach infeasible, the available state staff met with the data team in advance of the meeting to ensure they were prepared to address technical data questions.

- Identify and prioritize root causes of inequities in access to excellent teachers and leaders.
- Review and provide feedback on the draft plan.

At these meetings, we heard from parents, teachers, school and district leaders, pupil services personnel, school board members, community organizations, advocacy group leaders, and educator preparation faculty. To ensure that the conversations were productive and solutions-oriented, we used structured discussion protocols, such as the Center on Great Teachers and Leaders structured discussion-group protocol in *Resource 10: Build-Your-Own State Plan to Ensure Equitable Access to Excellent Educators* (<http://www.gtlcenter.org/learning-hub/equitable-access-toolkit/stakeholder-engagement-guide>). We heard many perspectives—most notably from teachers and administrators who emphasized the importance of effective leadership and working conditions for attracting and retaining effective teachers.

Each meeting had a note-taker using the Center on Great Teachers and Leaders note-taking template in *Resource 5: Incorporating Stakeholder Feedback—Discussion Planning, Recording, and Summary Forms* (<http://www.gtlcenter.org/learning-hub/equitable-access-toolkit/stakeholder-engagement-guide>), who systematically captured stakeholder feedback and incorporated the feedback from all meetings into memos that were reviewed, discussed by the authors of this plan. In between meetings, participants were encouraged to engage more widely with colleagues and communicate back further insights that they gained. These communications were added to the compilation of stakeholder input.

We will continue to involve stakeholders in our activities going forward through additional meetings, through ongoing two-way feedback loops, and through the support of a larger statewide education partners (composed of stakeholder groups), which will oversee the long-term commitment to implementing the strategies in this plan. Each component of Oregon’s Plan to Ensure Equitable Access to Excellent Educators was developed through this collaborative process (see Appendix B for a more detailed timeline of these stakeholder engagement activities). The stakeholder groups will be tapped to add substantive knowledge from their particular perspective to engage in ongoing data reviews, root-cause-analyses, and monitoring and modification of strategies. A few specific examples of our ongoing engagement plans include the following:

- Biannual half-day meetings will be planned for January and June each year for the education stakeholders to review our plan and progress toward achieving equitable access.
- In between meetings, coalition members will be required to engage even more widely with additional stakeholders, using structured resources that encourage in-depth conversation that get to the heart of the issues and to bring insights back to the coalition to inform the ongoing modification of Oregon’s plan.
- We will connect communities of color group leaders (e.g., NAACP, Stand for Children, Coalition for Communities of Color, nine Confederated Tribes, etc.) with our state data experts to think jointly about what analyses of each year’s data will be helpful in thinking through root causes of our current equity gaps—in particular, related to their diversification of the educator workforce. Giving these group leaders a chance to dig deeply into current and future data related to the youth for which they are advocating will help provide insight to our team in the long-term improvement of our equitable access work.

Section 3. Equity Gap Exploration and Analysis

Our state has a vision of educational equity and excellence for each and every child and learner in Oregon. We understand that the success of every child and learner in Oregon is directly tied to the prosperity of all Oregonians. The attainment of a quality education strengthens all Oregon communities and promotes prosperity, to the benefit of us all. It is through educational equity that Oregon will continue to be a wonderful place to live, and make progress towards becoming a place of economic, technologic and cultural innovation.

The Oregon Education Investment Board and the Chief Education Officer was initiated with a charge to advise and support the building, implementation and investment in a unified public education system in Oregon that meets the diverse learning needs of every pre-K through postsecondary student and provides boundless opportunities that support success; ensuring a 100 percent high school graduation rate by 2025 and reaching the 40-40-20 goal.

A growing realization of the disparities that exist for students in Oregon led to further identification of two growing opportunity gaps:

- The first is a persistent gap between Oregon’s growing populations of communities of color, immigrants, migrants, and low-income rural students with the state’s more affluent white students.
- The second gap is one of growing disparity between Oregon and the rest of the United States. Our achievement in state benchmarks has remained stagnant and in some communities of color has declined while other states have begun to, or have already significantly surpassed our statewide rankings.

To guide the necessary policy and practices that can help Oregon achieve equity for every student, an Oregon Equity Lens was developed as a tool and vetted by over 60 organizations and individuals throughout the state, including high school students. Feedback from the organizations added clarity and guided the development of core beliefs, a sample of which is provided in the text box.

The Equity Lens also has eight accompanying facilitation questions to assist groups in determining priorities, examining unintended consequences and planning strategically through an equity lens. One of

Sample of the Equity Lens Beliefs	Core
<ul style="list-style-type: none">• Every student has the ability to learn.• Speaking a language other than English is an asset.• Supporting great teachers is important.• Resource allocation demonstrates priorities and values.• Shared decision making with communities improves outcomes.• Rich history and culture are assets to celebrate.	

the objectives of the Equity Lens is to provide a common set of values to guide educational entities and partners in decision making related to policy making, investments and systems building.

The Equity Lens was developed and adopted by the Oregon Education Investment Board, the State Board of Education, the Higher Education Coordinating Commission, the Youth Development Council, the Early Learning Council and many other professional associations to guide state policy recommendations and community engagement as we build a system that supports each and every student.

The primary focus of the equity lens is on race and ethnicity. While there continues to be a deep commitment to many other areas of the opportunity gap, we know that a focus on race by everyone connected to the educational milieu allows direct improvements in the other areas. We also know that race and ethnicity continue to compound disparity. We are committed to explicitly identifying disparities in education outcomes for the purpose of targeting areas for action, intervention and investment.

The OEIB Equity Lens clearly demonstrates the persistent achievement gap between affluent white students and Oregon's growing populations of communities of color, immigrants, migrants, and low-income rural students. This gap in public schools leaves generations of students disenfranchised and creates obstacles that limit their contributions toward Oregon's economic growth. Closing the gap takes will power, in four components: social will, cultural will, organizational will, and political will.

As such, the Oregon Equity Lens is now being applied to explicitly identify disparities in education outcomes for the purpose of targeting areas for action, intervention and investment. For the purposes of this report, the Equity Lens helps us further analyze the racial and ethnic diversity among our education workforce serving Oregon students in the K-12 system.

"We believe the language we use as leaders, as communicators, and as adults in a community creates a lens for how students view themselves, creates perceptions among adults about students' abilities and culture, and plays a fundamental role in exacerbating the systemic gaps between students. We are in a double bind because our intent is to help improve the educational outcomes for students, yet we simultaneously reinforce a deficit-based paradigm in the process."

OEIB Communication Lens (2015)

The OEIB now seeks to operationalize the values of the Equity Lens with the tenets of an asset-based paradigm instead of a deficit based one. An asset based paradigm means recognizing and

amplifying the strengths each student brings to the community and not associating system barriers to the students and families.

The Equity Lens has driven many initiatives across the state over the past two years, including a reinvestment in the recruitment, preparation, hiring and retention of more culturally and linguistically diverse educators. Fueled in part by SB 755, an Educator Equity Advisory Group was formed to direct an annual report on the disparities in demographics between our K-12 student population and the demographics of our teachers and administrators. The [2014 Minority Teacher Status Report](#) was completed and submitted to legislators and a 2015 report is on track for completion by July 1, 2015.

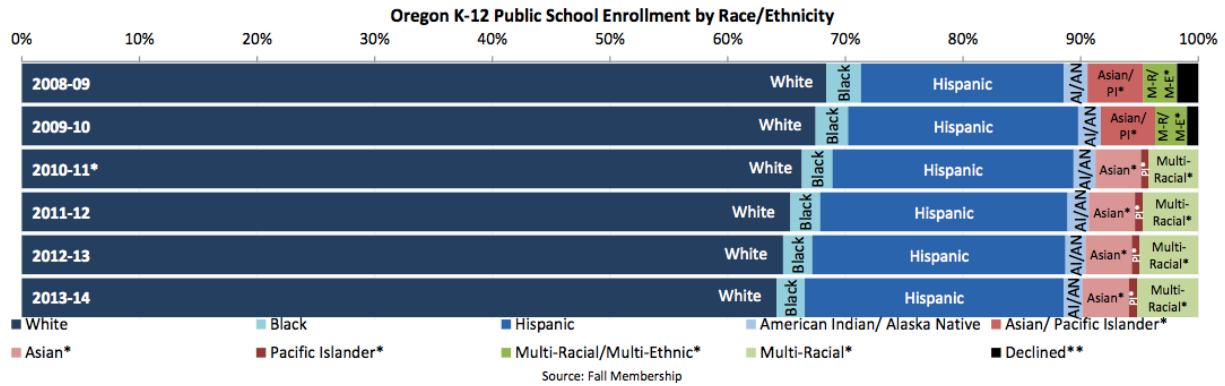
The Educator Equity Advisory Group also helps drive action and improvement of recruitment, preparation, hiring and retention of culturally and linguistically diverse educators in Oregon. Results from pilot projects coordinated by the Oregon Department of Education during the past two years are being reviewed with an eye to specific recommendations for future action. The Educator Equity Advisory Group oversaw a study commissioned to better understand status, perceptions and barriers experienced by currently licensed culturally diverse educators who are not presently employed in Oregon public schools. The insights gleaned from the study's participants are being developed into recommendations for revised practices and should be ready for public distribution later this summer.

A new Oregon educator recruitment website (TeachinOregon.gov) will be launched this summer with a particular appeal for a more diverse educator workforce. A series of professional development workshops were offered for teams from 13 of Oregon's 20 educator preparation programs to engage faculty in ensuring that all educators are better prepared to develop and implement culturally responsive curriculum and pedagogy.

To ensure that our equitable access work is data-driven we have relied on multiple data sources that we intend to improve upon over time. As we have worked with our stakeholder groups, their perspectives have shed greater light on the data and helped us gain a better understanding of the root causes for our equity gaps and our strategies, including unintended consequences or likely implementation challenges for certain strategies.

Minority Student Population

In 2009-10, the definitions used in collecting race/ethnicity data changed per new federal requirements. "Hispanic" includes all students of Hispanic ethnicity, although students who identify as Hispanic also report at least one race. In 2010-11, "Declined to Report" was removed from the reporting categories and "Asian/Pacific Islander" was split into two separate categories, "Asian" and "Pacific Islander."



Of equal importance, according to data from the Limited English Proficient (LEP) Collection for 2013-14, 57,376 English Learners* (10.24% of all K-12 students) reported a language of origin other than English.

Oregon has been concerned with providing equitable access to excellent educators for several years, and our efforts to date appear to be showing results. At this time, more than 98.3% percent of the teachers of core academic subjects in Oregon fully meet the federal definition of “highly qualified teacher” (HQT) as of the 2013-2014 school year and local conditions and limitations account for the remaining 2 percent.¹ Further review of the data provided below from the 2014 Oregon Report Card indicate that there are not substantial differences in HQT status when analyzed by type of class, poverty level of the school, level of minority student enrollment. Only one data point was below 95%: in high poverty schools, only 93.9% of the Foreign Language classes are taught by Highly Qualified Teachers.

Percent of Classes Taught by Highly Qualified Teachers 2013-14

Type of Class	All Schools		High Poverty Schools		Low Poverty Schools	
	Percent of Classes Taught by Highly Qualified Teachers	Percent of Classes NOT Taught by Highly Qualified Teachers	Percent of Classes Taught by Highly Qualified Teachers	Percent of Classes NOT Taught by Highly Qualified Teachers	Percent of Classes Taught by Highly Qualified Teachers	Percent of Classes NOT Taught by Highly Qualified Teachers
All	98.3%	1.7%	98.0%	2.0%	98.2%	1.9%
Self-Contained	99.5%	0.5%	99.4%	0.6%	99.3%	0.7%
English	98.0%	2.0%	97.8%	2.3%	97.8%	2.2%
Foreign Languages	97.4%	2.6%	93.9%	6.1%	98.0%	2.0%
The Arts	99.1%	0.9%	98.9%	1.1%	99.2%	0.8%
Science	98.2%	1.8%	97.2%	2.8%	98.5%	1.5%
Math	97.8%	2.2%	97.6%	2.4%	96.8%	3.2%
Social Sciences	98.2%	1.8%	98.5%	1.5%	98.4%	1.6%

¹ For example, a school in one of our rural, remote areas might be unable to recruit a fully certified physics teacher and instead hires someone with a general sciences certification; or, in another school, a teacher leaves during the school year and the district is unable to fill the slot on short notice with someone who meets all of the HQT criteria.

School Type	Percentage of Core Academic Classes Taught by Highly Qualified Teachers	Percentage of Core Academic Classes NOT Taught by Highly Qualified Teachers
Elementary Level		
High Poverty	99.1%	0.9%
Low Poverty	96.6%	3.4%
All Elementary	98.4%	1.6%
Secondary Level		
High Poverty	97.6%	2.4%
Low Poverty	98.6%	1.5%
All Secondary	98.1%	1.9%

School Type	Percentage of Core Academic Classes Taught by Highly Qualified Teachers	Percentage of Core Academic Classes NOT Taught by Highly Qualified Teachers
Elementary Level		
High Minority	97.5%	2.5%
Low Minority	98.3%	1.7%
All Elementary	98.4%	1.6%
Secondary Level		
High Minority	98.2%	1.8%
Low Minority	98.4%	1.6%
All Secondary	98.1%	1.9%

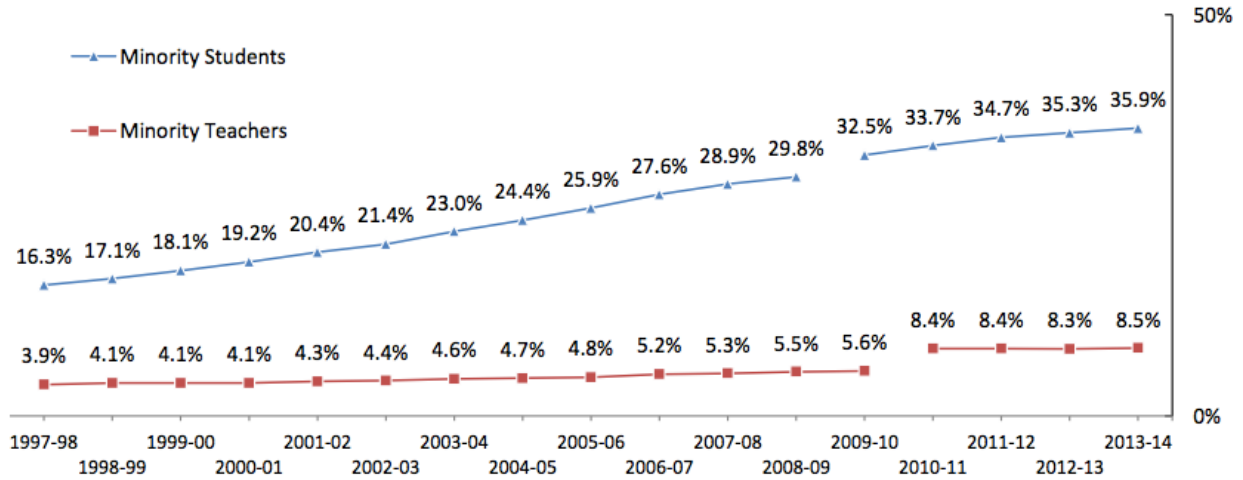
Source: Oregon Department of Education. Percentages may not sum to 100% due to rounding. High and low poverty schools are, respectively, the highest and lowest 25% of schools ranked by percentage of students eligible for free or reduced-priced lunches. High and low minority schools are the highest and lowest 25% of schools ranked by percentage of students identified as minority races or ethnicities.

Nevertheless, Oregon recognizes that HQT is not a strong indicator of educator effectiveness and that we still have a long way to go to achieving our equitable access goals. Data from the Oregon Department of Education Consolidated Collections (our state system for collecting, analyzing, and reporting data on public school teachers, administrators, and other staff) indicate that schools with high concentrations of diverse students and students from low-income families have significantly higher teacher and leader turnover (and, relatedly, inexperienced teachers) than schools with low concentrations of those students. Once we have multiple years of data from our Oregon Educator Effectiveness Evaluation System we may be able to analyze and identify similar gaps in teacher and leader effectiveness. Our State Plan to Ensure Equitable Access to Excellent Educators provides a comprehensive strategy for state and local action to eliminate these gaps.

Minority Teachers

Oregon has invested efforts in hiring and retaining teachers of minority populations; however the state has not kept pace with the increase in minority student populations. As can be seen in the chart below, the state’s minority student populations have increased on the average one percent each year from 16.3 percent in 1997-98 to 35.9 percent in 2013-14. Minority teacher populations have increased from 3.9 percent in 1997-98 to 8.5 percent in 2013-14. The gap between the percent of minority students and the percent of minority teachers has become wider, because the ratio of minority students to all students has increased much faster than the ratio of minority teachers to all teachers.

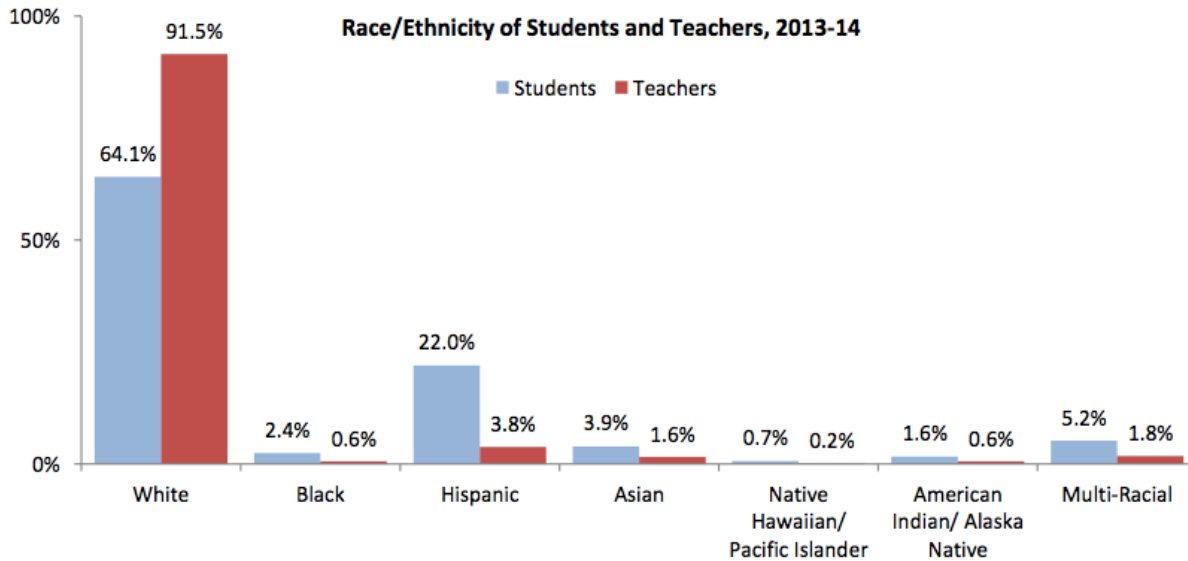
Minority Students and Teachers in Oregon



Sources: Fall Membership and Staff Position Collections

Note that in 2009-10 for students, and 2010-11 for teachers, the guidelines for reporting race/ethnicity changed – see <http://www.ode.state.or.us/news/announcements/announcement.aspx?=4630> for details. These data may not be comparable to prior years.

As illustrated in the next chart, the difference between teacher and student race/ethnicity proportions was most noticeable for Hispanics: 22.0% of students were Hispanic, compared with only 3.8% of teachers. 91.5% of teachers were White, compared with only 64.1% of students.



Source: Fall Membership and Staff Position Collections

Note: Multi-Racial does not include students or staff who reported Hispanic Ethnicity – they are all reported under Hispanic. See <http://www.ode.state.or.us/news/announcements/announcement.aspx?=4630> for more information.

The passage of SB 755 during the 2013 legislative amended the 1991 Minority Teacher Report and refocused attention on the widening gap between the diversity of Oregon’s educator workforce and student body. The Act takes a broad look at the entire teacher preparation, training, licensure, and employment system, changes the definition of “Minority” to include educators whose first language is not English and sets a goal of increasing the number of teachers of underrepresented race/ethnicity by 10% by July 2015. SB 755 also required that the Oregon Education Investment Board (OEIB), the Oregon University System (OUS), the Oregon Department of Education (ODE), and the Oregon Teacher Standards and Practices Commission (TSPC) jointly report to the Legislative Assembly longitudinal data identified in ORS 342.443. During the 2015 Legislative Session, HB 337 added additional elements to the report.

Over the past 16 months, the Oregon Educator Equity Advisory Group, convened by the Oregon Education Investment Board has reviewed Oregon’s current data, identified underlying root causes, examined outcomes from existing initiatives, and developed a plan for action and accountability to address conditions and policies impacting the recruitment, preparation, retention, and advancement of a more culturally and linguistically diverse educator workforce.

Definitions and Metrics

Oregon's 2006 Educator Equity Plan focused primarily on HQT status. In contrast, the current plan focuses instead on ensuring that all classrooms are taught by "excellent" teachers, who in turn are supported by "excellent" leaders. Recognizing that there are multiple important dimensions of educator effectiveness (e.g., qualifications, expertise, performance, and effectiveness in improving student academic achievement and social-emotional wellbeing), Oregon has defined *excellent educators* as follows:

An *excellent teacher* is fully prepared to teach in his or her assigned content area, demonstrates a strong understanding and commitment to effectively utilizing culturally responsive pedagogy and practice, is prepared to work with English Language Learners, meets or exceeds performance standards on the INTASC evaluation, is able to demonstrate strong instructional practices and significant contributions to growth in student learning, and consistently demonstrates professionalism and a dedication to the profession both within and outside of the classroom.

An *excellent school leader* is fully prepared to lead both instructionally and administratively, demonstrates a strong understanding and commitment to effectively utilizing culturally responsive pedagogy and practice, is prepared to lead their school/district in working with English Language Learners, meets or exceeds performance standards on the ISLLC evaluation, is able to demonstrate strong instructional practices and significant contributions to growth in school performance and student learning, and consistently demonstrates professionalism and a dedication to the profession both within and outside of the classroom.

Because of the challenges associated with accurately and consistently capturing these qualities statewide, in selecting metrics to capture educator effectiveness ODE has elected to err on comprehensiveness over simplicity. Rather than select a single metric, we will consider equitable access in terms of the following characteristics of teachers and leaders as well as their teaching and learning conditions:

Teacher and Principal Evaluation Ratings. Oregon has adopted statewide requirements and criteria that all districts must follow based on Senate Bill 290 and ESEA waiver, as described in the Oregon Framework

<http://www.ode.state.or.us/wma/teachlearn/educatoreffectiveness/oregon-framework--for-eval-and-support-systems.pdf>

These five required elements establish the parameters for all local evaluation and support systems. Districts must align their systems to these elements but have local flexibility in their

systems' design and implementation. Oregon's evaluation system is intended to support professional growth and strengthen the practices of all teachers and administrators to improve student learning.

. All districts must fully implement their evaluation systems in 2014-15. Districts must use the Oregon Matrix which is the summative method at the end of the evaluation cycle that combines multiple measures from professional practice, professional responsibilities, and student learning and growth to determine an educator's professional growth plan and overall performance rating.

Through the existing Principal and Teacher Evaluation Data collection (federal EdFacts report), ODE is able to analyze school-level and district level-summative evaluation data; not at the individual teacher or principal level. Districts and schools, however, have access to teacher and administrator evaluation data at a more refined level (i.e. standards/domains and student learning and growth) for analysis and use in their local educator equity plans.

Unqualified Teachers. We will report on unqualified teachers as defined by lacking at least a bachelor's degree, lacking full licensure, HQT status, or working under an emergency license.

Nontraditional Teachers. Nontraditional teachers are those who have licensing through alternative certification

Bilingual Teachers. Teachers who are native non-English speakers or individuals who have trained to receive endorsements in a language other than English. Bilingual teachers are qualified to teach native and non-native speakers in bilingual and dual language program settings.

Teacher and Administrator Turnover. A three-year average of teacher and administrator turnover rates reported at the school and district levels will serve as another indicator of equitable access. Recognizing that some turnover is acceptable, one of our goals for future data collection is to disaggregate our turnover data to depict only those leaving the profession or moving to another district. When we have multiple years of data from our educator evaluation system, we may also be able to disaggregate our turnover data so that we can differentiate between turnover of effective and ineffective teachers. The state is examining this data and considering modifying the collection as needed.

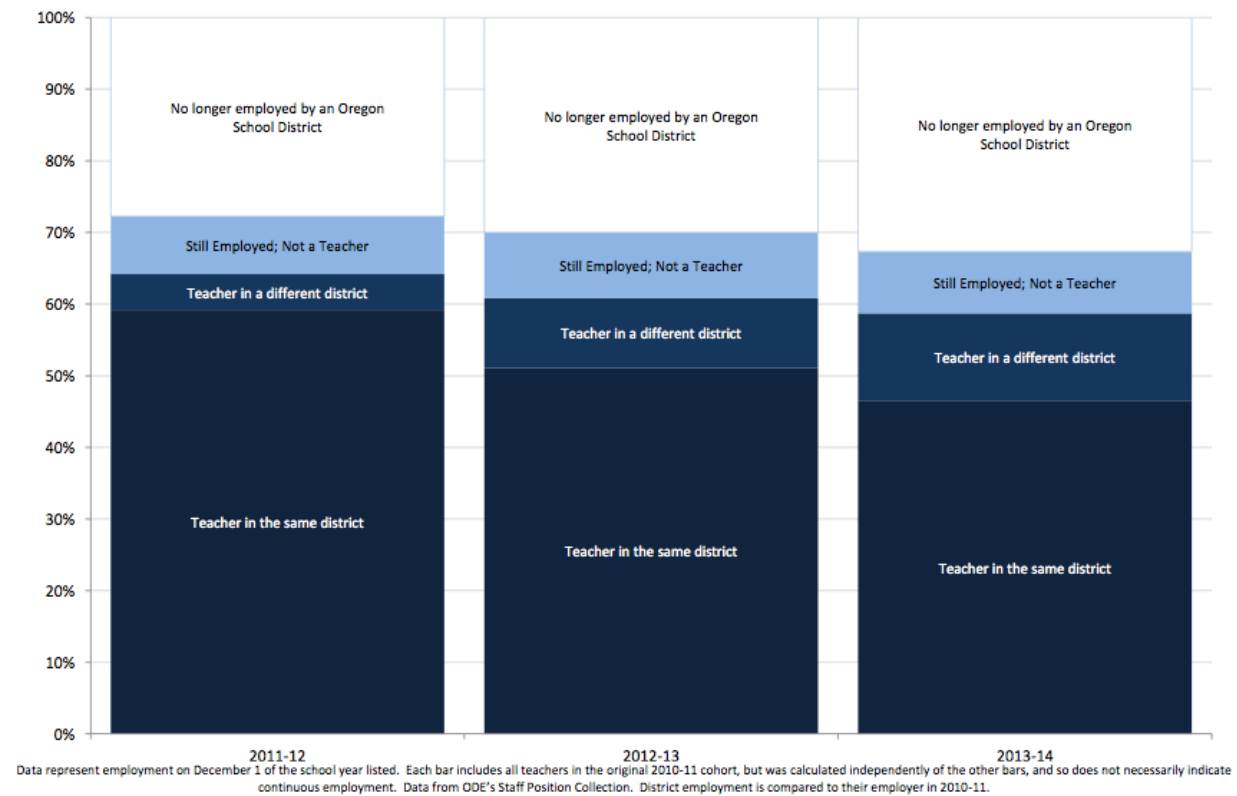
Available data have been analyzed by the Oregon Department of Education using a cohort model for a given year. By creating cohorts of newly employed teachers in a given year, it is possible to follow those teachers and their employment status from year to year. The data are

based on series of employment snapshots taken as of December 1 of each school year, and including all staff members actively employed by Oregon public schools, school districts, and education service districts (ESDs). Retention data may be complicated by factors such as union contracts, budget reductions, and teacher qualifications, which are not included in this data.

Looking at teachers who began their careers in 2010-11 and 2011-12, it appears that the majority of attrition occurs after the first year of teaching, with much smaller drops in the percent employed in subsequent years.

In 2010-11, there were 1,100 teachers in their first year of teaching employment in Oregon’s public K-12 school districts and education service districts. Three years later, fewer than half were still employed as a teacher in the same district, and about 40% were not employed as teachers at all. Most of the attrition occurred in 2011-12, which was the second year of teaching for this cohort, but also a year of significant cutbacks in employment due to budget reductions across the state.

New Teachers in 2010-11, by Subsequent Year Employment



In 2012-12, only 807 teachers were in their first year of teaching employment in Oregon’s public K-12 school districts and education service districts. This is a significantly lower number

of new teachers than in the prior year, likely due to the budget reductions experienced.

Teacher and Administrator Turnover by Race/Ethnicity.

Oregon must not only train and hire new teachers from underrepresented groups, but must also retain those teachers already employed. To that end, the following year-to-year employment data has been prepared by the Oregon Department of Education. The data are based on a series of employment snapshots taken as of December 1 of each school year, and including all staff members actively employed by Oregon public schools, school districts, and education service districts (ESDs).

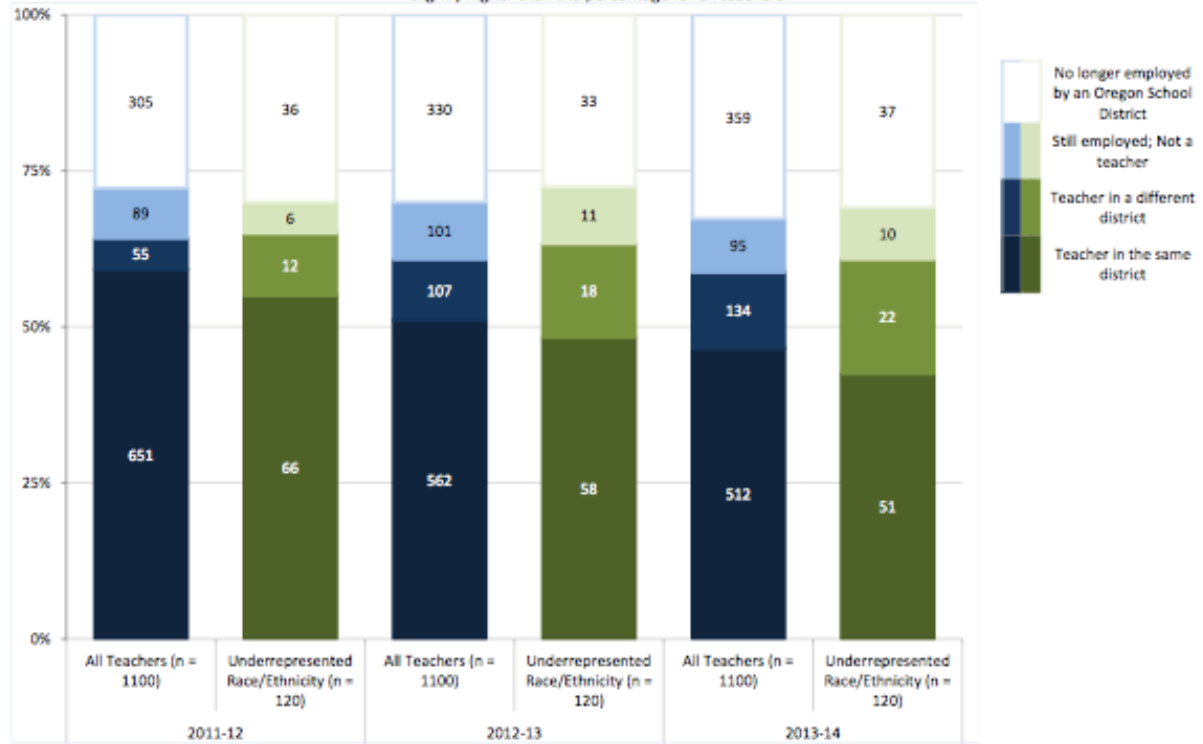
By creating cohorts of newly employed teachers in a given year, it is possible to follow those teachers and their employment status from year to year. Although Oregon Department of Education (ODE) data exists for school years before 2010-11, a significant change in race/ethnicity reporting makes employment data from those earlier years less comparable to the newer data.

Looking at teachers who began their careers in 2010-11 and 2011-12, it appears that the majority of attrition occurs after the first year of teaching, with much smaller drops in the percent employed in subsequent years. Attrition is very similar for minority teachers than for non-minority teachers, although the relatively small number of non-minority teachers newly hired each year makes comparisons unreliable.

As illustrated by the data below, attrition in the first year is slightly higher for minority teachers, as is transferring to another district than their original employer. After three years, however, the percentage of minority educators still employed as teachers is slightly higher than the percentage for all teachers.

New Teachers in 2010-11, by Subsequent Year Employment and Race/Ethnicity

The plurality of the new hires of underrepresented ethnicity (59 of 120) were Hispanic/Latino. Attrition in the first year is slightly higher for minority teachers, as is transferring to another district than their original employer. After three years, however, the percentage of minority educators still employed as teachers is slightly higher than the percentage for all teachers.



Data represent employment on December 1 of the school year listed. Each bar includes all teachers in the original 2010-11 cohort, but was calculated independently of the other bars, and so does not necessarily indicate continuous employment. Data from ODE's Staff Position Collection. District employment is compared to their employer in 2010-11.

Underrepresented Race/Ethnicity includes staff of Hispanic/Latino, Black/African American, American Indian/Alaska Native, Native Hawaiian/Pacific Islander, Asian, or Multiracial ethnicity, as self-reported in 2010-11.

In the 2011-12 cohort, minority teachers (although still a very small group) were more likely than teachers as a whole to remain employed, and to remain employed as teachers. And for the minority teachers hired in 2012-13, albeit a very small number (N = 74), they were more likely than teachers as a whole to remain employed, and to remain employed as teachers.

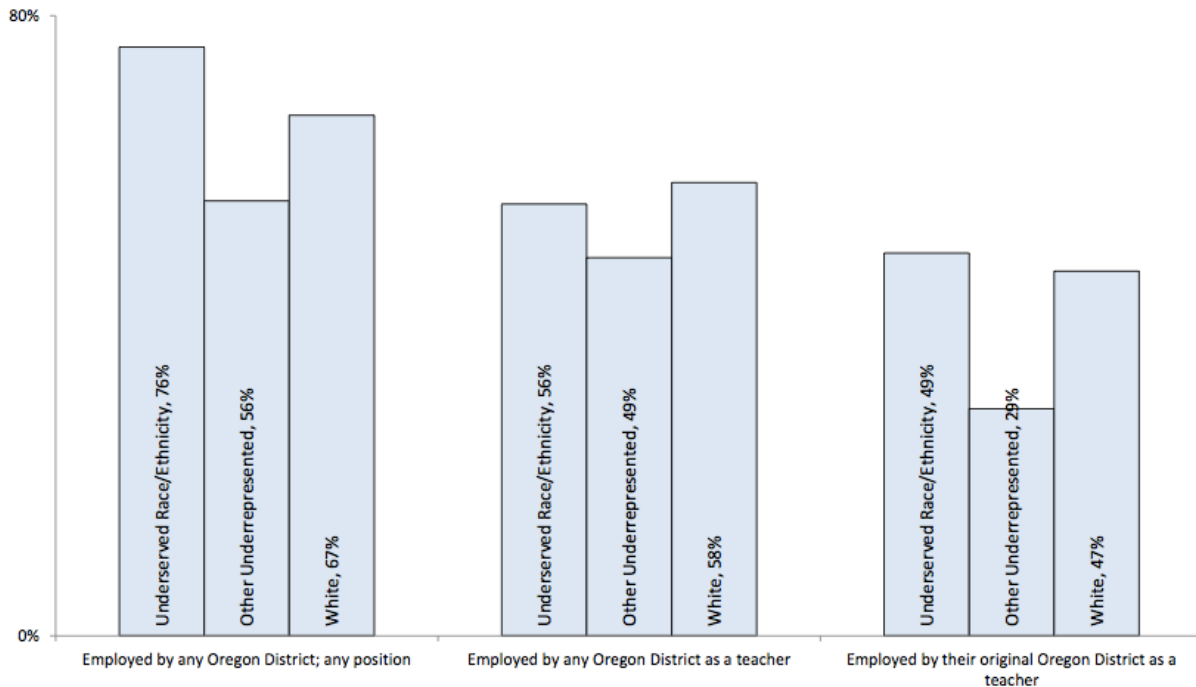
Discrepancies of Teacher Retention across Underserved Races/Ethnicities

Staff members of historically underserved races/ethnicities (Hispanic/Latino, Black/African American, American Indian/Alaska Native, or Native Hawaiian/Pacific Islander) were more likely than staff members of other ethnicities to be retained, while staff members of other minority races/ethnicities (Asian or Multiracial) were less likely to be retained. Forty-nine percent of the members of the underserved race/ethnicity group were still employed as teachers in the same district 3 years after their initial hire, compared to 29% of the other minority group and 47% for white teachers.

Note that the in this next chart, an overwhelming majority of this cohort of teachers was white

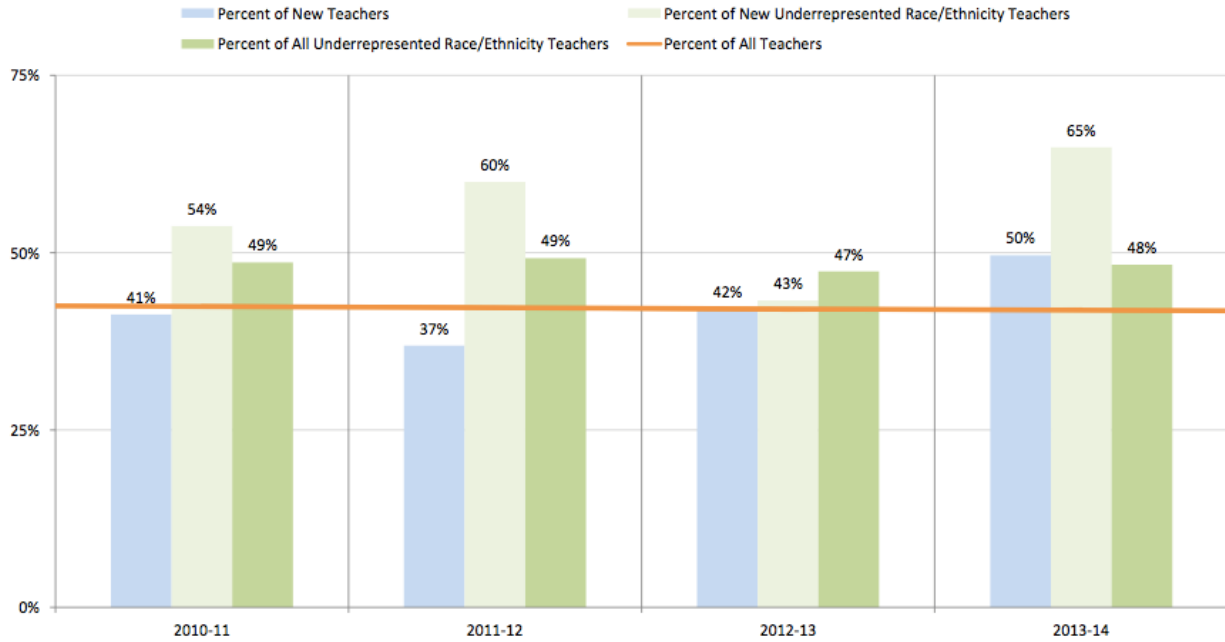
(890 teachers, compared to 79 of underserved race/ethnicity and 41 of other underrepresented minority groups). Due to the small number of teachers in the minority groups, racial/ethnic comparisons should be interpreted with caution.

New Teachers in 2010-11, by Employment Status in 2013-14 and Race/Ethnicity



Retention and Hiring By School Characteristics

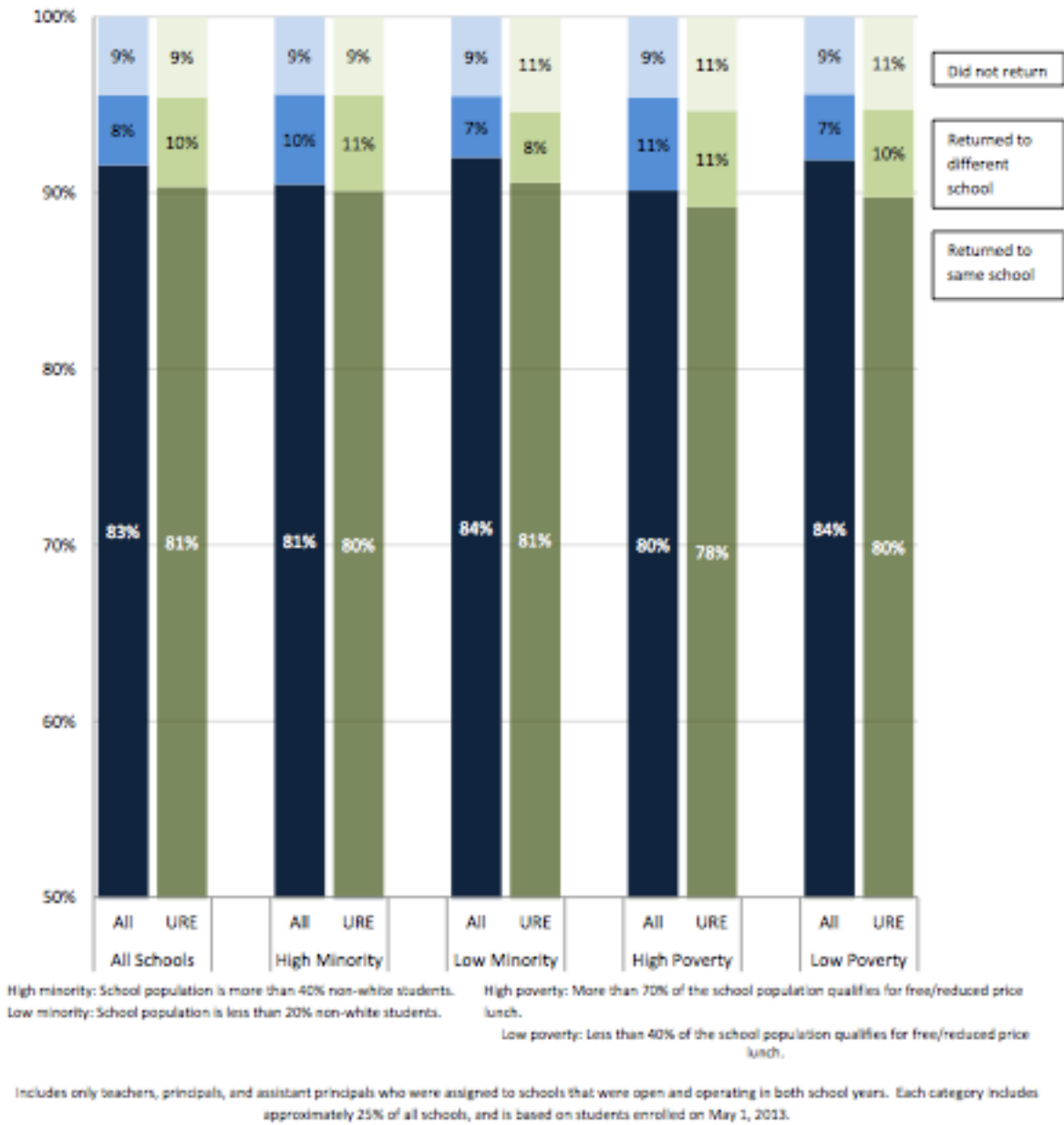
Although in general Title I schools saw a higher proportion of new minority teachers than they did of teachers as a whole, the difference is very small in terms of the actual number of teachers involved. Title I schools consistently employed about 42% of all school-assigned teachers in the state, but employed a slightly higher proportion of the state’s school-assigned minority teachers (47 to 49 percent). In most of the years below, minority teachers who were new to the profession were much more likely than other teachers to be assigned to Title I schools.



Teacher and Principal Retention in 2013-14 by Demographics of Assigned School in 2012-13

Staff members returned at similar rates for all of these categories, but were slightly more likely to return to the same school if they were assigned to a low minority or low poverty school. Minority staff members generally returned at similar rates to the population as a whole, but were less likely to return to the same school if it was either low minority or low poverty, and slightly more likely to be moved to a different school in general. The race/ethnicity of school leadership did not play a significant role in retention.

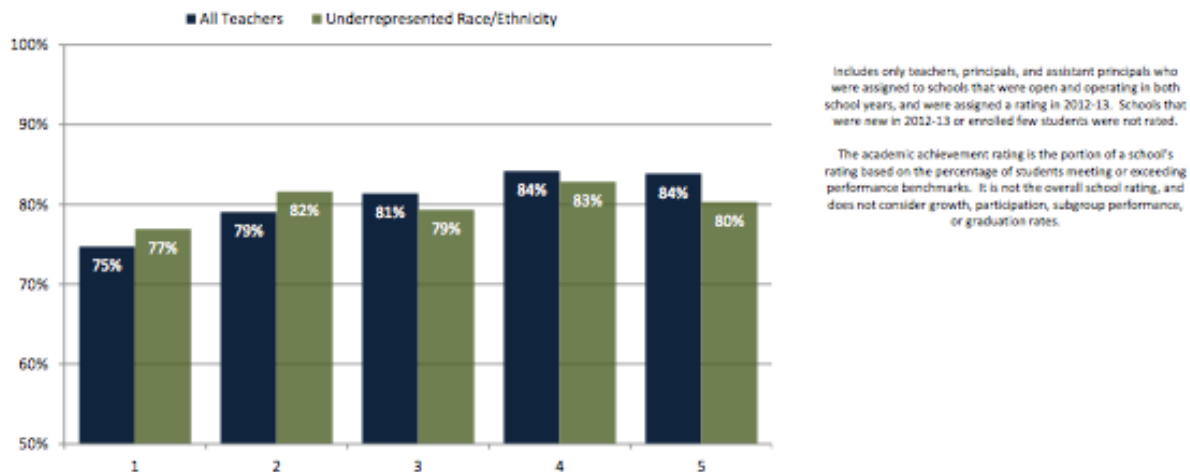
Blue = All Teachers; Green = Teachers of Underrepresented Race/Ethnicity



Teacher and Principal Retention in 2013-14 by School Academic Achievement Rating in 2012-13

Teachers in high-achieving (level 4 or 5) schools were nine percentage points more likely to return than teachers in the lowest-achieving schools (level 1). This pattern did not hold true for teachers of underrepresented race/ethnicity, who were more likely to return to low-performing

schools and less likely to return to high-performing schools than teachers as a whole.



Teachers and Administrator Turnover by FRPL. A two-year average of teachers and administrators turnover rates reported at the school level will serve as another indicator of equitable access. Recognizing that turnover is inevitable, one of our goals for future data collection is to disaggregate our turnover rate data to depict only those moving on to another school and/or district.

Teacher and Administrator Experience. The prevalence of teachers and principals with one or fewer years of experience or fewer than four years of experience will serve as other indicators of equitable access. We think both indicators (one or fewer years as an indicator and fewer than four years as another indicator) are important. Because our state's data system captures only experience within State A as a regular classroom teacher, one of our plans for future data collection is to refine how experience data are documented.

Out-of-License Area. Out-of-license assignment for preparation and licensure will be defined as being currently assigned to teach a subject and/or grade that one is not prepared or licensed to teach, and will indicate teachers' preparedness to teach in their subject area.

Provisional/Emergency License. Provisional/Emergency License. Describes the license provided to educators on short, temporary basis until they are able to meet all the requirements of full licensure

Participation in Professional Learning Opportunities. We define this as a count of both the number of learning events that educators have participated in throughout the year that are aligned with explicitly written or discussed professional learning goals, as well as the amount of funding provided to support the educator's participation in the activities. This metric serves as an indication of the level of support provided to teachers and how that support is distributed

within a district. We are particularly focused on PD that engages educators in Culturally Responsive practice and opportunities for growth within the profession without leaving roles in classroom instruction)

To identify Oregon’s equity gaps, we further defined “low-income” students as those whose families meet the federal poverty level as defined by the U.S. Census,² and “students of color” as students identified as a member of a minority race or ethnicity (e.g., African American, Hispanic, Asian, Native American, Pacific Islander/Alaskan Native). We recognize that teacher and leader effectiveness for students who are English language learners, homeless or in foster care, in isolated rural schools, tribal areas, or in the migrant agricultural stream (to name a few) is critically important. We believe that the action steps laid out in this plan will benefit all students—not just the ones specifically focused on as part of the plan.

Exploration of the Data

Data Sources. (Class Roster Data from ODE, Oregon Educator Equity Act, and TSPC enrolled candidates in prep programs, ESOL endorsement data) For this analysis, we used a variety of data sources, which have been pulled into a single longitudinal data system that can keep data over time without overwriting old data. Our state longitudinal data system includes data from our biannual school climate surveys, our human resources system, and district-level attendance system. In order to create our integrated data system, our lead data and human resources staff worked in close collaboration to resolve any complications arising from combining disparate data systems. In addition, we relied on the expertise of our legal staff to ensure all relevant laws were taken into account.

We conducted several preliminary analyses. To start, we looked at equity gaps for numerous metrics where schools are the unit of analysis for low-income students and minority students. Next, we focused on the three statutory teacher metrics (i.e., experience, qualifications, and out-of-field assignments) across schools in the state, across districts in the state, and finally schools within districts in the state.

We chose to use quartiles to divide “low-income” / “high-income” and high minority/low minority school and districts. As a result of the fact that the majority of our low-income students are concentrated in large urban schools, the low-income group was slightly larger in number of teachers and principals. As we examined these metrics at different levels, we continued to take into account the size of the underlying subpopulation under consideration.

Table 1 depicts the equity gaps in Oregon as they relate to high poverty school districts with teaching experience, licensure, and average salary.

Table 1: Equity Gaps in High Poverty Schools

District	Number of High Poverty Schools	Total Schools	Percent of teachers in first year in high poverty schools	Percent of teachers without license in high poverty schools	Average salary in high poverty schools
Portland SD 1J	33	112	15.95%	0.17%	\$ 56,539.71
Salem-Keizer SD 24J	27	67	7.64%	0.00%	\$ 52,200.60
Woodburn SD 103	13	13	5.08%	0.00%	\$ 53,391.02
David Douglas SD 40	12	19	3.96%	0.00%	\$ 60,836.04
Medford SD 549C	11	24	9.14%	0.00%	\$ 54,325.53
Reynolds SD 7	11	20	2.57%	0.00%	\$ 59,592.21
Springfield SD 19	10	30	8.74%	0.00%	\$ 47,113.64
Klamath County SD	8	23	14.71%	0.00%	\$ 48,424.11
Ontario SD 8C	8	8	5.56%	0.00%	\$ 47,609.17
Beaverton SD 48J	7	57	5.38%	0.00%	\$ 55,584.95
Bend-LaPine Administrative SD 1	7	34	4.45%	0.00%	\$ 50,000.38
Centennial SD 28J	6	13	2.24%	0.00%	\$ 59,329.69
Douglas County SD 4	6	14	4.01%	0.00%	\$ 49,255.35
Hillsboro SD 1J	6	36	6.40%	0.00%	\$ 49,164.03
Hood River County SD	6	10	4.68%	0.00%	\$ 54,014.66
State average for low poverty schools for comparison			4.99%	0.79%	\$ 53,997.59

Table 2: Equity Gaps High Minority Schools

District	Number of High Minority Schools	Total Schools	Percent of teachers in first year in high minority schools	Percent of teachers without license in high minority schools	Average salary in high minority schools
Portland SD 1J	56	112	13.64%	0.32%	\$ 57,677.69
Salem-Keizer SD 24J	33	67	7.40%	0.00%	\$ 52,596.37
Beaverton SD 48J	31	57	3.69%	0.22%	\$ 58,536.06
Hillsboro SD 1J	26	36	2.79%	0.00%	\$ 55,222.37
Reynolds SD 7	16	20	2.37%	0.20%	\$ 58,124.39
David Douglas SD 40	15	19	4.35%	0.00%	\$ 60,704.38
Woodburn SD 103	12	13	5.16%	0.00%	\$ 53,961.71
Centennial SD 28J	8	13	1.13%	0.00%	\$ 61,915.55
Gresham-Barlow SD 10J	8	25	10.86%	3.13%	\$ 56,835.60
Hermiston SD 8	8	9	8.74%	0.00%	\$ 51,452.64
Morrow SD 1	8	11	4.00%	0.00%	\$ 38,930.21
Forest Grove SD 15	7	11	2.28%	0.00%	\$ 63,689.27
Ontario SD 8C	7	8	5.58%	0.00%	\$ 47,699.85
Jefferson County SD 509J	6	7	5.95%	0.00%	\$ 51,937.82
Klamath County SD	6	23	16.67%	0.00%	\$ 46,724.67
State average for low minority schools for comparison			5.62%	0.84%	\$ 49,588.19

Table 3: Teacher and Administrator Turnover in High Poverty and High Minority Schools

Teacher and Principal Turnover, 2013-14 to 2014-15*		
School Type	% Teacher Turnover	Principal % Principal Turnover
All Schools	19.0%	25.1%
29,791	5,655	307
1,225		
Schools in the Top Quartile of Low-Income Students**	20.4%	26.6%
6,485	1,323	77
289		
Schools in the Bottom Quartile of Low-Income Students	17.1%	22.1%
7,630	1,307	65
294		
Income equity gap	3.3%	4.5%
Schools in the Top Quartile of Students of Color	19.1%	25.2%
8,391	1,604	76
302		
Schools in the Bottom Quartile of Students of Color	17.2%	23.9%
5,204	894	67
280		
Minority equity gap	1.9%	1.2%

* Turnover is defined as teachers at a school in 2013-14 who did not return to that school in 2014-15.
 ** Quartiles are based on the percentage of students, not the absolute number.

Table 4 - Teacher Licensure

School/District Type	Teacher Data		
	Teaching Outside of License/Endorsement Area	Provisional/Emergency Licenses	Non-Traditional Full State Licenses
All Schools (Nt=28,690)	17.097% (N=4905)	0.582% (N=167)	0.010% (N=3)
All Districts (Evaluated) (Nt=17,659 Np=1080)			
Schools in the Top Quartile of Low-Income Students (High Poverty) (Nt=6536)	14.856% (N=971)	0.673% (N=44)	0% (N=0)
Schools in the Bottom Quartile of Low-Income Students (Low Poverty) (Nt=7502)	18.208% (N=1366)	0.600% (N=45)	0.013% (N=1)
Districts in the Top Quartile of Low-Income Students (High Poverty) (Nt=2866 Np=144)			
Districts in the Bottom Quartile of Low-Income Students (Low Poverty) (Nt=6361 Np=386)			
Income equity gap	-3.352	0.073	-0.013
Schools in the Top Quartile of Students of Color (Nt=8763)	14.949% (N=1310)	0.502% (N=44)	0.011% (N=1)
Schools in the Bottom Quartile of Students of Color (Nt=5304)	18.778% (N=996)	0.679% (N=36)	0% (N=0)
Districts in the Top Quartile of Students of Color (Nt=8901 Np=531)			
Districts in the Bottom Quartile of Students of Color (Nt=961 Np=64)			
Minority equity gap	-3.829	-0.177	0.011

Equity Gap Analysis

Our data reveal that an equity gap exists for every metric we included in our analyses for the two subgroups we investigated (low-income students and minority students). The size (in absolute value) of the gaps vary, from -0.93 percent for unqualified teachers in high- versus low-minority schools percent for teachers satisfied with their school climate in low- versus high-income schools.

The most challenging conversation for our team was about what constitutes a significant or important gap that we should be addressing. This decision is very dependent upon our state’s unique characteristics and the local context in our districts. That said, we continuing to have conversations internally and externally about this challenged. Based on our discussions with stakeholders and our understanding of available data, we made determinations as best we could about what gaps were of concern and highest priority for our state.

Tables 5 and 6 summarizes the percentage differences and risk ratios for inexperienced teachers and administrator.

Table 5: Risk Ratio for Inexperienced Teachers

Inexperienced Teachers		
School Type	Percentage Point Difference	Risk Ratio
High- vs. Low-Poverty Schools	4.21%	1.292 times as large
High- vs. Low-Minority Schools	-0.93%	0.946 times as large
		Note that the negative difference and less than one ratio here mean that low minority schools had more inexperienced teachers than high minority schools

Table 6. Risk Ratio for Inexperienced Administrators

Inexperienced Admins		
School Type	Percentage Point Difference	Risk Ratio
High- vs. Low-Poverty Schools	-2.10%	0.702 times as large
High- vs. Low-Minority Schools	0.95%	1.226 times as large
		Note that the negative difference and less than one ratio here mean that low poverty schools had more inexperienced administrators than high poverty schools

In addition to these high-priority metrics, we also highlighted some additional equity gaps that we think are important to consider for our state.

Equity Gap 1: Recruitment and Retention of Educators, particularly educators of color. We see recruitment and retention as our primary equity gap. Language and data earlier in this plan reflect Oregon’s commitment to diversifying the educator workforce.

Equity Gap 2: Inadequate numbers of bilingual educators. The lack of licensed bilingual educators continues to be a major issue in Oregon as the student demographics rapidly shift. The recruitment and retention efforts focus on this issues as well as a push to revise licensure requirements for native language speakers working in classrooms.

Equity Gap 3: Belief Gap. The belief gap concept comes from the reality that educators in many school settings do not believe in the talent and potential of diverse populations of students. As such, education systems set low expectations and fail to provide adequate emotional, social, and academic support to the populations of students who need it the most.

Equity Gap 4: Inadequate Teacher Preparation. The preparation of both teachers and administrators to embody and practice the tenants of culturally responsive pedagogy begins in teacher preparation programs. Oregon understands that the one or two required diversity courses offered in these programs is inadequate. In addition, pre-service educators are not exposed to diverse classroom settings during field practicum and student teaching experiences. There must be a robust revision of teacher preparation programs such that culturally responsiveness is embedded in every course and every practicum experience.

Equity Gap 5: Attracting educators to rural/remote school districts. Another major equity gap is related to the geography of Oregon. Since the physical landscape of the state cannot be altered, the challenge of recruiting and retaining excellent educators in rural and/or remote schools districts emerges. Oregon supports the need to think and act creatively with districts to address this constant program.

Equity Gap 6: Educator Licensure Process/Endorsement Barriers. There is no doubt that educators seeking teacher or administrator licensure must demonstrate competency in a variety of academic measures. However, state research reveals that educators of color consistently struggle to meet the testing requirements to obtain licensing and/or endorsements. The work of removing these barriers is an integral component to the focus on the recruitment and retention to diverse educators.

Section 4. Strategies for Eliminating Equity Gaps

ODE recognizes that ensuring students' equitable access to excellent teachers and leaders is a complicated endeavor, and that achieving our teacher and leader equity goals will require implementation of a comprehensive, multi-faceted strategy built on a vision of organizational change. Oregon's Plan to Ensure Equitable Access to Excellent Educators, therefore, is built on the following theory of action.

Theory of Action

- *If a comprehensive approach to recruitment, preparation, and retention for excellent educators—in particular for low-income, high-minority, and high-need schools and districts—is implemented carefully and its implementation is monitored and modified when warranted over time, and*
- *If Oregon makes a commitment to supporting this approach through fiscal, legislative, and advocacy oriented actions,*
- **Then Oregon school districts will be better able to hire and support excellent educators who understand and utilize culturally responsive pedagogy and practice such that all students have equitable access to excellent teaching and leading to help them achieve their highest potential in school and beyond.**

This approach includes four strategies: human capital management, ongoing culturally responsive professional development, educator preparation, and fiscal equity.

Goal Setting

ODE will lead a goal-setting process to communicate the state's aspirations for equitable access and give stakeholders a clear way to track progress over time. ODE will begin with our baseline data on all the metrics of educator effectiveness listed in Section 1 of this plan. For each metric, we will establish five-year "access goals": targets for the percentage of students overall (and in a set of high-need student categories) who have access to educators who fit these metrics' definition of effectiveness. We also will set interim targets against which the state can chart its progress over the five-year period. "High-need student categories" will include students who are economically disadvantaged, members of ethnic and racial minorities, learning English, enrolled in special education, and performing below grade level. After five years, the plan will be updated with lessons learned and the use of new data.

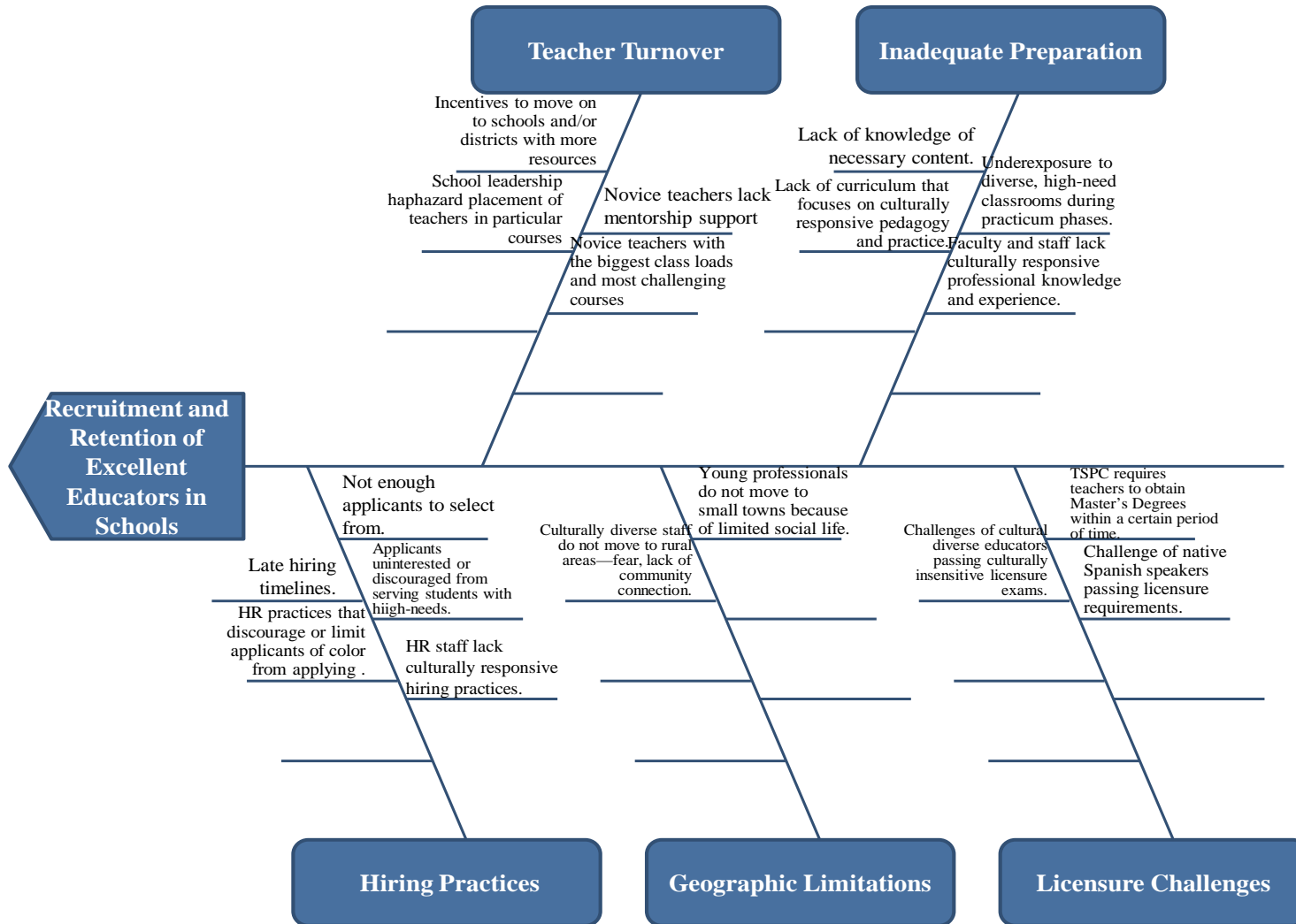
- The state will set goals that are ambitious but achievable, based on the best available research about student needs and the contributions of educators to their success. High-need students, for example, should not have years of school in which they fall further behind their peers. As a result, our goals should capture our intent that *no high-need student should have educators who fall below minimum standards of acceptability*. At the same time, high-need students need to make extraordinary growth to catch up and keep up with rising standards. So our goals should capture our intent that *high-need students should have access to excellent educators consistently, not just once every few years or classes*.

Root-Cause Analysis

- The root-cause analysis consisted of four steps:
 1. **Identifying Relevant and Available Data:** In this step, we determined what data are available and relevant to identifying equity gaps and relevant data sources and conducted an analysis of these data.
 2. **Analyzing Data and Identifying Equity Gaps:** In this step, we identified the equity gaps resulting from our analysis in preparation for the root-cause analysis.
 3. **Analyzing Root Causes:** In this step, we brainstormed a complete list of root causes behind our equity gaps and categorized them by themes.
 4. **Mapping Strategies to Root Causes:** In this final step, we identified practical strategies to address our root causes.

We created “fishbone” diagrams to illustrate the root causes we believe hinder student access to excellent teaching and leading in Oregon. Figure 1 depicts the root causes behind our greatest equity gap: recruitment and retention of excellent educators (teachers and administrators) in schools, particularly those with high populations of students of color and students from low-income families.

Figure 1. Fishbone Diagram Indicating Causes of Lack in Recruitment and Retention of Excellent Educators in High-Need Schools



Three Key Strategies

To achieve our state’s teacher and leader equity objectives ODE intends to initially pursue three key strategies that correspond to the root causes behind the problem:

- Human capital management
- Ongoing professional learning
- Teacher and principal preparation

These strategies were identified not at random but rather through a root-cause analysis, described above, that was conducted both internally and externally with the stakeholder groups described above and in Appendix A. Through examination of our fishbone diagrams and stakeholder discussions during this analysis, we identified these three-targeted strategies.

We also recognize that because of the complexity of our teacher and leader equity gaps, the strategies and other actions described in our plan will not always be enough. Particularly in the most challenging schools, recruiting and retaining *more* (rather than *equitable*) excellent teachers and leaders might be necessary and might require restructuring the whole school—including bringing in new leadership, changing the instructional program, and taking a range of innovative actions to improve teaching and learning conditions. Although we do not fully describe these actions in this plan, we will continue to support them with School Improvement Grants and through other means.

ODE will ask each Oregon school districts to submit a plan outlining the steps that they will take to implement each of these key strategies as well as any other locally identified strategies they would like to offer based on their own root-causes analysis and unique context. Table 6—which discusses each strategy, its root-cause analysis results, and relevant metrics—further develops ODE’s approach, including direct technical assistance and guidance to LEAs as well. In addition, Table 6 provides metrics for assessing the performance of a particular strategy. ODE will assess all such performance metrics separately within the various high-need categories (e.g., students from low-income families and students of color). A timeline for the implementation of these strategies is presented in Table 7 in Section 5.

Table 6. Details of the Four Key Strategies

<p>Strategy 1: Human Capital Management</p> <p>We believe that the data and root-cause analysis call for a comprehensive human capital management approach. Human capital management refers to the adoption of a spectrum of policies (preparation, recruitment, hiring, induction, professional learning, evaluation, compensation, and/or school climate) in a coordinated and aligned way—as opposed to using multiple policy levers in a piecemeal fashion.</p>
<p>Root-Cause Analysis Findings</p>
<p>Lack of Alignment in District Human Capital Policies. Ineffective and misaligned recruitment policies not only negatively affect the district’s ability to hire the best candidates (i.e.,</p>

candidates who are *excellent* according to the definitions on page 5 and who possess the “grit” needed to succeed in our most challenging schools) but also creates problems for appropriately matching new teachers with mentors as part of the induction program and could foster a less cohesive school climate.

Relevant Metrics

In preliminary research, we found that SEA staff note that there is a wide variation in recruiting policies across the state’s districts but that the SEA team had not enforced or required any sort of alignment process.

The support of three Oregon Department of Education Strategic Investments in the 2013-2015 biennium reveal that paradigm shifts in representation at district recruitment events, exit surveys for educators who leave a district, and collaboration with community based organizations is critical to address the issue of human capital in districts across the state.

Note: In cases where data for these metrics were under review, preliminary, or difficult to gather in our current timeline, stakeholder insights were given greater weight in informing the human capital management strategy.

Human Capital Management Substrategies

Substrategy 1: Improve District Recruitment and Hiring Practices. As a result of our prior reform efforts in recruitment and hiring practices, several of our districts have made significant improvements, often by negotiating changes in their collective bargaining agreements. In the coming years, we will continue these efforts and expand them to focus on recruitment of excellent school leaders because we know how critical such leaders are for teacher recruitment, retention, and development. Specifically, ODE will continue meeting with the participating districts at least twice a year and communicating much more frequently with individual districts on specific issues. We will use data from the Oregon Educator Equity Report to annually review the overall status of teacher recruitment in Oregon and announce additional steps that we will take to help improve recruitment and hiring.

Substrategy 2: Introduce Recruitment Incentives. In addition to improving recruitment and hiring practices, the state will consider undertaking recruitment campaigns and incentives to attract and retain potential and current high-quality educators to high-need schools. Such campaigns will involve strategic recruitment events by hard-to-staff schools through local educator preparation programs. Research has shown that teachers and leaders often prefer to work close to where they grew up. With this information in mind, we will ensure that these campaigns take into account the geographic location of targeted schools. Recruitment incentives could include but are not limited to scholarships to work in targeted schools, loan forgiveness, and recruitment bonuses in high-need locations.

Substrategy 3: Require all districts to submit Equity Action Plans. In addition to requiring

districts to examine their recruitment and retention practices as they focus on equitable distribution of excellent educators, Oregon is in the process of creating guidelines that will require all districts to submit mandatory equity action plans that *include* a section devoted to educator equity. These plans will be submitted to ODE’s Equity Unit for review and feedback. Technical assistance, including targeted professional development will be provided as needed to districts for support.

Performance Objectives

By 2018, a survey of ODE staff on the alignment between policy areas across ODE will find at least 75 percent of staff agree or strongly agree that policies are aligned across ODE and across state agencies.

By 2018, at least 75 percent of districts will administer a survey of school district staff on the alignment between policy areas across their central offices, and 75 percent of their staff will agree or strongly agree that there is alignment.

The results of a state-level policy scan and gap analysis to gauge the comprehensiveness and alignment of our educator effectiveness policies will identify fewer gaps each year from 2015 to 2020, when all necessary educator effectiveness policy areas will be covered.

By 2018, 75 percent of districts will have conducted district-level policy scans and gap analyses to gauge the comprehensiveness and alignment of their educator effectiveness policies, and the number of gaps identified will steadily decline each year thereafter.

By 2018, the number of applicants per teaching vacancy (by district/region) will be roughly equivalent in high- and low-need schools

Between 2015 and 2020, the percentage of educators recruited and retained beyond their third year will increase.

By 2018, at least 75 percent of new teachers and administrators in high-need schools will be enrolled mentoring programs.

Note: To gather the local data, we will ask LEAs to voluntarily submit these data to the state for analysis. We understand the data will not necessarily be comprehensive and may not have sufficient comparability across districts. We do, however, believe that collecting these data will provide useful information for state decision making and will move Oregon in the appropriate direction.

Strategy 2: Ongoing Professional Learning

We believe that the data and root-cause analysis call for a professional learning approach that is comprehensive, ongoing, and more effectively aligned to the practice needs and growth goals of our educators. In-service professional learning is an important tool for enabling teachers and

leaders to keep up with new ideas in pedagogy and interact with one another to improve their practice as well as strengthening the preparation of new educators in teacher preparation programs.

Root-Cause Analysis Findings

Lack of Aligned Professional Learning Opportunities. Teachers and principals may not have access to professional learning that is directly linked to their goals, needs, or content area; linked to the expectations included in the evaluation system; or aligned to the needs of the students they teach/oversee. This situation not only negatively affects the district’s ability to improve the practice of the existing teaching force but also limits opportunities for teacher advancement into leadership roles. Furthermore, professional development that lacks a focus on culturally responsive practice only further exacerbates the issue of excellent educators serving the needs of students of color and students in poverty.

Inconsistent Induction and Mentoring Opportunities. While Oregon boast a strong focus on teacher mentoring and provides grant funding for districts to engage in this work, there must more consistency to what the induction and mentoring process provides for all educators. One additional challenge is especially relevant to new teachers, who often need higher levels of professional learning than their more veteran peers.

Relevant Metrics

2013-14 Mentoring program survey:

40% of beginning teachers surveyed reported that while working with the mentor they were supported in differentiating instruction for special populations; 33% supported regarding strategies to creating an equitable classroom; and 53% in developing a repertoire of teaching strategies.

65% of beginning teachers surveyed reported that the professional development opportunities provided was useful to their instructional practices.

Percentage of respondents indicating that strong professional learning opportunities are not consistently available in their school (Climate Survey). This information is not currently included in our teacher climate survey, TELL, but would be relevant for future use.

Comprehensive Title II, Part A formula grant. The state may want to review districts’ distribution of dollars allocated to low-income schools for professional development of educators or induction programs.

2014 TELL Survey:

41.3% of educators surveyed agreed that professional development is differentiated to meet the needs of individual teachers

51.9% of educators agreed that follow-up is provided from professional development in their school.

37.4% of educators agreed that professional development is evaluated and results are communicated.

Percentage of respondents indicating that the currently available professional learning

opportunities are not linked to their professional goals, student achievement goals, or content area (climate survey). This information is not currently included in our teacher climate survey, TELL, but would be relevant for future use.

Induction process rating of teachers with less than three years of experience, with and without assigned mentors. This information is not currently included in our teacher climate survey, TELL, but would be relevant for future use.

Note: Many of these metrics are not currently available for analysis, and thus part of our plan will be to introduce new approaches to assessing our professional learning system. Because metrics were lacking in this instance, stakeholder insights were given greater weight in informing the ongoing professional learning strategy. Going forward, we will explore modifying questions in the TELL survey and Oregon Mentoring Program survey to include additional relevant metrics.

Ongoing Professional Learning Substrategies

Substrategy 2: Critically Review Alignment of Funding Streams. ODE we will conduct a review of funding streams (e.g., Title I, Part A; Title III, Part A; School Improvement Grants, Individuals with Disabilities in Education Act funds; and various competitive programs in the Network for Quality Teaching and Learning to determine if they can be deployed more effectively in support of our teacher and leader equity goals. Additionally, the ODE Equity Unit is committed to providing ongoing culturally responsive professional development to educators in districts across the state. We also will seek to identify other funds that can be directed into teacher and leader equity-related professional learning, such as a mentoring program for aspiring teacher leaders. We will complete this review in the next six months.

Substrategy 4: Improve and Expand the Induction and Mentoring Program. Oregon will continue to provide grant opportunities for districts to support the statewide mentoring program. The state also will provide best practices for inducting teachers into the profession to all school districts. To ensure that Oregon’s professional teachers and leaders are provided with high-quality opportunities to learn and collaborate with colleagues to continually improve instruction, identification of individual needs will guide professional learning and the study of new knowledge and advances in education practice. The State Board of Education adopted Mentoring Program Standards in 2015 which will be used to guide program design and monitoring to ensure high-quality mentoring programs.

Performance Objectives

By 2018, a climate survey data will indicate that at least 75 percent of staff agree or strongly agree that professional learning opportunities are consistently available in their school.

By 2018, a climate survey data will indicate that at least 75 percent of staff agree or strongly agree that professional learning opportunities are directly linked to their needs for professional growth, student achievement goals, or content area.

By 2018, at least 75 percent of districts will administer the survey of school district staff regarding the alignment between the teacher and principal evaluation data and 75 percent of their staff will agree or strongly agree that there is alignment.

By 2018, a climate survey results will indicate that at least 85 percent of teachers with less than three years of experience will report the induction process to be strong or very strong.

By 2018, at least 75 percent of new teachers in all schools will be enrolled in a mentoring program; between 2015 and 2020, this percentage will increase by at least 1 percent per year.

Note: To gather the local data, we will ask LEAs to voluntarily submit these data to the state for analysis. We understand that the data will not necessarily be comprehensive and may not have sufficient comparability across districts. We do, however, believe that collecting these data will provide useful information for state decision making and will move Oregon in the appropriate direction.

Strategy 3: Monitor Teacher and Principal Preparation

We believe that the data and root-cause analysis call for an evaluation of teacher and principal preparation as it relates to the needs in our state. Well-prepared educators positively impact student achievement and have lower turnover rates, and thorough teacher and principal preparation provides candidates with the knowledge and skills they need for successful instruction and leadership. ODE is in constant communication with TSPC (Teaching Standards and Practices Commission), the agency responsible for educator licensure in the state of Oregon.

Root-Cause Analysis Findings

Lack of Necessary Culturally Responsive Pedagogy and Practice Content. Preliminary research reveals that most Oregon teacher preparation programs offer an average of two courses related to diversity for pre-service candidates. Further, there are limited opportunities for pre-service candidates to engage in diverse practicum experiences across the state. These limitations often leave candidates unprepared to serve in districts and school environments with high populations of students of color, English Learners, and students in poverty.

Underexposure to High-Need School Settings. Further, there are limited opportunities for pre-service candidates to engage in diverse practicum experiences across the state. These limitations often leave candidates unprepared to serve in districts and school environments with high populations of students of color, English Learners, and students in poverty.

Lack of Diversity Faculty and Staff in Teacher Preparation Programs. Just as the issue of diversifying the K-12 workforce impacts the outcomes in classrooms, the issue of diversifying the workforce in teacher preparation programs is another concern. Along with this concern are discussions about the need for professional development for current faculty and staff that focuses on cultural responsiveness.

Relevant Metrics

Percentage of teachers and principals reporting proficiency with culturally responsive pedagogy and the ability to apply these standards to classroom environment and subject matter content.

Percentage of teachers and principals who report having a diverse practicum experience during their preparation phases.

Percentage of teacher preparation program deans who report challenges in recruiting and retaining a diverse faculty and staff.

Teacher and Principal Preparation Substrategies

Substrategy 1: Utilize the Educator Preparation Task Force. The Oregon Educator Equity Advisory Group is comprised of voices from higher education, school districts, state and local education agencies, community members, and teacher unions. The charge of the group is to assess, evaluate, and advocate for statewide educational policy with legislators, state organizations, schools, and communities on practices that prepare, recruit, and retain racially, ethnically, and linguistically diverse educators that contribute to the continuing success of diverse students, teachers, families, and communities. This group is particularly interested in continuing to suggest recommendations to improve the quality of Oregon teacher preparation programs.

Substrategy 2: Critically Examine Licensure Requirements that Might Result in Barriers During the Pre-Service Educator Phase. ODE, the Oregon Educator Equity Advisory Group, and TSPC continue to discuss the challenge candidates of color face during the preparation phase. This group will work to eliminate barriers based on surveys and research related to

obtaining teacher licensure.

Substrategy 4: Expand School Setting Experiences in Preparation Programs. Teacher and leader effectiveness in Oregon public schools will be strengthened if our state’s educator preparation providers prepare teachers and leaders who can teach all students to high standards. To ensure this capability, Oregon will begin strong collaboration with teacher preparation programs to ensure that all candidates for teaching and leading from state-approved programs experience serving in high-need school settings during preparation and will work intensively with select districts to do so. Our continuing activities in the area of teacher and leader preparation will build on work that our agency and our educator preparation providers have been involved in over the years.

Performance Objectives

By 2018, survey data will find that at least 75 percent of teachers agree or strongly agree that their preparation programs prepared them to be successful in diverse classroom.

By 2018, survey data will find that at least 75 percent of mentor teachers agree or strongly agree that their mentees were culturally responsive and well prepared.

By 2018, survey data will find that at least 75 percent of faculty and staff in teacher preparation programs utilize the components of culturally responsive pedagogy in their programs and courses.

By 2018, survey data will report and increase of at least 10 percent in the number of faculty and staff employed in teacher preparation programs across the state of Oregon.

Note: To gather the local data, we will ask LEAs to voluntarily submit these data to the state for analysis. We understand that the data will not necessarily be comprehensive and may not have sufficient comparability across districts. We do, however, believe that collecting these data will provide useful information for state decision making and will move Oregon in the appropriate direction.

Section 5. Ongoing Monitoring and Support

Oregon is committed to ensuring the long-term success of this initiative. We will do so by using Title funds as well as expertise of the ODE Equity Unit staff to provide technical assistance and oversight to the schools and districts that our data indicate are in the top decile for having the largest percentages of students from low-income families and students of color. In particular, we will have additional oversight for the districts with the largest equity gaps for the three statutory metrics for any of the three subgroups described in our equity gap analysis section. At the same time, we will use rapid feedback loops and formal evaluations to monitor both the districts' implementation of their plans and the progress we are making. This approach will include asking districts to mandatorily submit data to the state for analysis. This involves every school district in the state of Oregon submitting a district Equity Action Plan which will include specific attention to the equitable distribution of excellent teachers for the student populations highlighted in this plan. We also will review applicable research and forward relevant studies to our education partners and to our school districts. Formal monitoring will be conducted on an annual basis and more often if a district fails to make progress toward its performance objectives in a timely manner.

As detailed in Section 4, for each strategy we have a plan in place to assess implementation success. We already have identified the following areas where we will begin collecting information, and we are prepared to build on these efforts with further data collection and reviews as they emerge:

- Updated climate survey with an extended working conditions section. This includes data from the TELL Survey
- New licensure revisions to be explored, implemented, and monitored
- Ongoing surveys of stakeholder groups for feedback and refinement of the implementation process

We have established a detailed timeline see Table 7 to guide the short-term and long-term implementation of our plan. Annual public reporting on progress toward addressing root causes to eliminate equity gaps will include posting a progress report on the ODE website and sending the link to all LEAs and stakeholders. Every two years ODE will formally update this plan based on new data, new analyses of root causes, and new strategies. More frequent updates to inform the plan, as well as strategic approaches to addressing implementation, will be emerge through our biannual work with education partners across the state.

Table 7. Oregon Implementation Timeline

Major Activities	Parties Involved	Organizer	Time Frame	
			Start	Frequency
Submission of LEA equitable access plans for review and approval	All LEAs	ODE Director of Equity Unit	Summer 2016	One time
Request for new mandatory data submissions, including: Updated climate survey with an extended working conditions section (TELL) Districts evaluate data from their teacher evaluations.	All LEAs	ODE Director of Equity Unit ODE Director of Teacher Effectiveness Unit	Summer 2016	Annually
ODE critical review of alternative funding streams	Internal ODE team	ODE Director of Equity ODE Director(s) of Title Programs	Summer 2016	Annually
Human capital alignment district meetings	Participating LEAs	ODE Director of Equity Oregon Educator Equity Advisory Group	Fall 2016	Twice a year
Professional learning alignment district meetings	Participating LEAs	ODE Director of Equity and ODE Director Teacher and Leader Effectiveness	Fall 2016	Twice a year
Final approval of LEA equitable access plans	Internal ODE team	ODE Director of Equity	September 2016	One time
Stakeholder implementation feedback submitted through feedback loops	Stakeholders	ODE Director of Equity	September 2016	Ongoing

Major Activities	Parties Involved	Organizer	Time Frame	
			Start	Frequency
Educator Preparation Stakeholder Meetings	Task force members	HECC ODE Director of Equity	Fall 2016	Every two months
Educator Licensure-TSPC Meetings	Task force members	Director of TSPC ODE Director of Equity	Fall 2016	Every two months
Annual review of district recruitment policies	Internal ODE team	ODE Director of Equity and ODE Director of Teacher and Leader Effectiveness	Winter 2016	Annually
Stakeholder equitable access plan implementation progress meeting	Stakeholders	ODE Director of Equity	Spring 2017	Twice a year
Publicly report Equitable Access Plan Year 1 Progress Report and solicit input from stakeholders	Internal ODE team, stakeholders, and the public	ODE Director of Equity	Summer 2017	One time
LEA equitable access plan monitoring: on-site	Internal ODE team	ODE Director of Equity	Summer 2017	Annually
Release new mandatory submitted data in an annual public report	Internal ODE team	ODE Director of Equity	Summer 2017	Annually
LEA equitable access plan monitoring: supplemental for targeted districts	Internal ODE team	ODE Director of Equity	Winter 2017	Ongoing
Update Oregon's Plan to Ensure Equitable Access to Excellent Educators	Internal ODE team and stakeholders	ODE Director of Equity	Spring 2018	Every two years

Major Activities	Parties Involved	Organizer	Time Frame	
			Start	Frequency
Publicly report on Year 2 progress and solicit input from stakeholders	Internal ODE team, stakeholders, and the public	ODE Director of Equity	Summer 2018	One time
Publicly report Year 3 Progress and solicit input from stakeholders	Internal ODE team, stakeholders, and the public	ODE Director of Equity	Summer 2019	One time
Compile a progress report of strategy performance metrics and present to stakeholders	Internal ODE team and stakeholders	ODE Director of Equity	Winter 2019	One time

Section 6. Conclusion

ODE strongly supports the U.S. Department of Education’s goal of ensuring that every student has equitable access to excellent educators and welcomes this opportunity to present our plan for advancing this mission in Oregon. Our plan reflects thoughtful deliberation about actions that most likely will enable our schools and districts to attain this important objective. Although our plan will evolve over time, we believe that our theory of action and the three targeted strategies we have included in the plan embody a solid approach to improving educator effectiveness, particularly for students of color and students living in poverty across the states. We look forward to receiving feedback and the clearance to move forward with this plan.

Appendix A. Oregon’s Equitable Access Stakeholder Engagement

To actively engage a wide range of stakeholder contributions to the development of Oregon’s equitable access plan, planning was focused on ensuring a thorough representation of stakeholders at each meeting. The tables below illustrate stakeholder outreach for key stakeholder groups.

Stakeholders

Organization	Stakeholder Contact	Stakeholder Title
Oregon Leadership Network	Rob Larson	Director
Coalition of Communities of Color	Julia Meir	Director
Teaching Standards and Practicing Commission	Keith Menk	Assistant Director
Oregon Education Association	Collen Milhelm	Interim Assistant Executive Director
Stand for Children	Iris Maria Chavez	Government Affairs Director
Oregon Association of School Personnel	Marsha Moyer	Member
Chalkboard Project	Frank Carpoleo	Vice President of Education Policy
Confederation of Oregon School Administrators	Craig Hawkins	Executive Director
Oregon Association of Colleges of Teacher Education	Linda Samek	Provost-George Fox University
Oregon Education Investment Board	Hilda Rosselli	Director of College and Career Readiness

Appendix B: Meeting Agendas and Resources

Please see attentional email attachment.